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SIXTH ANNUAL REPORT OF THE DIRECTOR OF EDUCATION

FISCAL YEAR 1906

TO THE SECRETARY OF PUBLIC INSTRUCTION
OF THE GOVERNMENT OF THE
PHILIPPINE ISLANDS

DAVID P. BARROWS
DIRECTOR OF EDUCATION

MANILA
BUREAU OF PRINTING
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MANILA, P. I., *August 10, 1906.*

SIR: I have the honor to submit herewith the Sixth Annual Report of the Director of Education, covering the activities and expenditures of this Bureau for the year ending June 30, 1906.

The last school term closed on Friday, March 30, 1906, and the current school year dates from Sunday, June 10. This report in its school statistics will be limited to the school term June 15, 1905, to March 30, 1906, and for its summary of receipts and expenditures to the fiscal year ending June 30, 1906.

The last school year was the fifth since the organization of the Bureau of Education. Act No. 74, creating the Bureau, was enacted by the Philippine Commission January 21, 1901, and on September 1 of the same year the superior administrative authority over the Bureau passed from the Military Governor of the Philippines to the Secretary of Public Instruction. Thus a review of the past year's work is to some degree a summary of the results of five years' efforts, although back of this period lies at least a year during which schools were provisionally organized by military authority.

¹ These reports are as follows: Report of Dr. Fred W. Atkinson, General Superintendent of Public Instruction, to the Secretary of the United States Military Governor in the Philippine Islands, published in the Annual Report of Gen. Arthur MacArthur, Military Governor of the Philippines, Manila, 1901, Volume II.

Report of Dr. Fred W. Atkinson, General Superintendent of Public Instruction, to the Hon. Bernard Moses, Secretary of Public Instruction, for the year ending September 1, 1902; Third Annual Report of the Philippine Commission, Part II, Appendix A, pages 903-1004.

Report of Dr. David P. Barrows, General Superintendent of Education, for the period September 1, 1902, to September 30, 1903, made to Gen. James F. Smith, Secretary of Public Instruction; Fourth Annual Report of the Philippine Commission, 1903, Part III, pages 694-923; published separately by the Bureau of Insular Affairs, Washington.

Annual Report of Dr. David P. Barrows, General Superintendent of Education, to Gen. James F. Smith, Secretary of Public Instruction, for the period September 15, 1903, to September 15, 1904; Fifth Annual Report of the Philippine Commission, Part III, pages 847-930; published separately Manila, September, 1904.

Annual Report of Dr. David P. Barrows, General Superintendent of Education, to Gen. James F. Smith, Secretary of Public Instruction, for the period September 15, 1904, to September 15, 1905; published in Report of the Philippine Commission for 1905, Part IV.

LEGISLATION AFFECTING THE BUREAU OF EDUCATION.

The reorganization of Government Bureaus affected by Act No. 1407, enacted October 26, 1905, occasioned no radical change in the Bureau of Education. It did, however, add to its personnel and to its responsibilities. The title of the chief executive of the Bureau was changed from "General Superintendent of Education" to "Director of Education," and two assistants were provided, an Assistant Director of Education and a Second Assistant Director of Education. The Bureau of Ethnological Survey was abolished as a separate Bureau and constituted a division of the Bureau of Education, known as the division of ethnology. Similarly, the American Circulating Library of Manila, which had previously been conducted by a board of trustees under the direction of the Secretary of Public Instruction, was abolished as a separate Office or Bureau and constituted a division of the Bureau of Education, known as the division of the American Circulating Library Association of Manila, Philippine Islands.

By Act No. 1413, effective January 1, 1906, a change in school divisions was made by separating the Province of Sorsogon from the Province of Albay, and uniting with the former the Island of Masbate, which had previously been a separate province and school division, to form the single province and school division of Sorsogon.

In the Provinces of Mindoro, Palawan, Benguet, and Lepanto-Bontoc the provincial governors have been ex officio school superintendents, but by Act No. 1462, which became effective March 9, the Director of Education was authorized to appoint division superintendents for these divisions when, in his judgment the interests of the service so required, who should relieve the provincial governors of the superintendency of schools. In conformity with this act, acting division superintendents have been appointed for the Provinces of Mindoro, Benguet, and Lepanto-Bontoc.

On October 4, 1905, by the passage of Act No. 1401, division superintendents of schools were made members of the provincial boards in place of the provincial supervisors, whose office was abolished. Membership on the provincial board has added considerably to the duties and responsibilities of the division superintendents. A large amount of their time has been taken in adjudicating disputed municipal elections. On the whole, however, I believe the measure a good one. The loss of time from school work is probably compensated for by the greater consideration given to school interests. The division superintendents bring to the task of provincial government a large amount of local knowledge, close sympathy with the people, and good judgment—results in nearly every case of relatively long and intimate acquaintance with Philippine affairs.

Several acts of legislation have had reference to the construction of school buildings. Act No. 1396, section 11 (*b*), as amended, provides that plans and specifications for school buildings shall be prepared by the district engineers after consultation with the Director of Public Works and with division superintendents, such plans and specifications being subject to the approval of the latter or of the Director of Education. It is further provided by Act No. 1495 that the Consulting Architect "shall exercise general supervision over the architectural features of Government constructions and of landscape gardening of public places of recognized importance." The same act authorizes the province to secure buildings for secondary instruction, either by building, purchase, or rental. In a number of past instances loans have been made by the Insular Government to provinces to be relented to the municipalities for school construction. Act No. 1396 makes provision for provincial loans to municipalities of sums not to exceed 10 per cent of the gross receipts of the province for the year, to be used for the construction or repair of school buildings or for other school purposes. These loans, in accordance with the provisions of the act, are to be without interest, and must be repaid to the province not later than the end of the succeeding fiscal year in which the obligation is incurred.

In securing the permanent location of the provincial high schools, there has occurred much healthy rivalry between prominent towns of the same province. Municipalities have frequently bid for the high school by offers of sites and grounds, subscriptions of money, materials, etc. In a number of cases municipalities have offered to convey without consideration lands belonging to the municipality or township. There was found to exist in law, however, no authority for a municipality to expend public funds or to donate municipal lands for provincial purposes, and to legalize this proceeding Act No. 1492 was passed empowering municipalities to transfer to the provincial government sites for the erection of provincial schools.

Division superintendents and supervising teachers have at times experienced great difficulty in hiring horses for their work of inspection. Frequently the only reliable method seems to be that the superintendent or teacher shall own his transportation. Act No. 1416 provided for a monthly allowance of ₱20 or less to such division superintendents and supervising teachers as are obliged to own their own horses in order to do their work of inspection.

The Philippine Medical School was created by Act No. 1415, its control being lodged in a board consisting of the following members: The Secretary of Public Instruction, the Secretary of the Interior, one member of the Philippine Commission, and one other member to be designated by the Governor-General. By provisions of the act, other Bureaus are authorized to loan supplies and detail employees for assisting

the work of the school. The Bureau of Education is further coöperating by preparing students for entrance to the medical course. The first and second preparatory classes are at present under instruction in the Philippine Normal School, and the first class, consisting of twenty members, will be ready to enter the first year of the medical course upon the opening of the school, which will probably be in June of next year.

Provision for juvenile offenders was made by Act No. 1438, whereby all minors who are offenders against the law may be committed to the custody of any orphan asylum, reform school, charitable society, or society for the prevention of cruelty to children, or to any other charitable or educational institution having for its object the betterment, reform, or education of minors. The Hospicio de San José, a charitable institution under the jurisdiction of the Archbishop of Manila is, so far as is known to this office, the only institution that has provided for the reception of such offenders. About fifty children, mostly boys, have been so far committed to this institution and are being cared for and educated.

Act No. 1455 suspended the land tax in the Philippine Islands for the calendar year 1906, and in lieu thereof provided for reimbursement out of Insular funds to provinces and municipalities of the amount of land tax collected in the previous fiscal year.

RECEIPTS AND EXPENDITURES FOR PUBLIC INSTRUCTION.

Public instruction in the Philippines is maintained out of three sorts of public funds—the appropriation of the Insular Government for the Bureau of Education, appropriations by provincial boards for provincial high schools and in some cases for intermediate schools, and appropriations out of municipal funds for the support of primary schools. No tuition of any kind is charged in any school where the teacher is paid out of public funds. Insular expenditures for the Bureau of Education have been somewhat augmented the past year mainly by reason of the transfer to the Bureau of Education of the Ethnological Survey and of the American Circulating Library above noted, and also by including in the disbursements of the Bureau of Education the expenditure on account of Government students in the United States. The annual appropriation bill for the fiscal year ending June 30, 1906, provided the sum of ₱2,900,000 for the Bureau of Education. The total expenditures out of this sum to June 30, 1906, amounted to ₱2,880,047.68. This is the largest sum ever expended by the Bureau of Education in any one year.¹

¹ Expenditures for the fiscal year—

1905.....	₱2,402,733.46
1904.....	2,488,192.00
1903.....	2,801,126.00
1902.....	2,388,762.00
1901.....	466,822.00

The expenditure of the amount of ₱2,880,047.68 was distributed under the following items:

Office of the Director of Education.....	₱79,466.76
Salaries of division superintendents.....	122,153.53
Salaries of clerks to division superintendents.....	30,350.13
Salaries of American teachers.....	1,754,064.72
Salaries of Filipino Insular teachers.....	181,803.96
Wages of night-school teachers.....	2,436.00
Salaries in division of ethnology since November 1, 1905	8,286.64
Salaries in American Circulating Library since November 1, 1905.....	5,122.66
Wages of other employees of the Bureau.....	4,372.22
Purchase of schoolbooks and supplies, including equipment, machinery and tools for industrial departments of intermediate and high schools, furniture, and supplies	412,170.08
Other incidental expenses, including postage, telegrams, printing and binding	11,890.09
Transportation expenses of officers and employees of the Bureau, including transportation of supervising teachers	61,259.30
Rental of buildings	9,000.00
Transportation of supplies	6,873.23
Aid furnished the towns of Cavite Province for the support of primary instruction.....	13,877.68
The education of Filipino students in the United States..	185,920.68

The total expenditure for salaries and wages was ₱2,179,036.62, and for all contingent expenses ₱700,991.06.

PROVINCIAL EXPENDITURES.

Provincial expenditures for support of secondary education show a gratifying increase over last year. There are thirty-three Christian provinces in the Archipelago whose financial administration is typical. These provinces expended during the year ending June 30, 1906, the sum of ₱225,159.44, nearly three times the sum spent in the previous year, which was ₱79,918.40. The larger portion of this amount was paid for construction of high-school buildings in the Provinces of Albay, Bulacan, Oriental Negros, Romblon, Sorsogon, Tayabas, Iloilo, and Bohol. This figure includes expenditures from provincial revenues only, and does not include additional sums expended on these buildings which came from private donations, nor the amounts furnished by the Bureau of Education from the appropriation provided by Act No. 1275; neither does the above include sums appropriated or made available by provincial governments which have not yet been expended.

Next to building construction the largest item of provincial expenditures was for rental of buildings occupied by high and intermediate schools; then follow other expenditures, as furniture, supplies for shops,

supplies for domestic-science instruction, janitor service, office supplies, and in some cases rental of the division superintendent's office. In a few cases, also, teachers of Spanish and industrial work are being paid by provinces, but the teaching force in high schools with these few exceptions is paid by the Bureau of Education.

The Provinces of Mindoro, Palawan, Lepanto-Bontoc, Benguet, and Nueva Vizcaya are exceptional in their system of taxation. In Benguet and Lepanto-Bontoc the population is overwhelmingly pagan (Igorot); in Nueva Vizcaya, largely so. In Palawan it is pagan and Mahommedan as well as Christian. In Mindoro the Christian population, while predominant, is sparse and poor, and as a result the province is not self-sustaining. None of these provinces collect the land tax and the provincial governments are sustained by appropriations made by the Commission out of Insular funds. From these funds Nueva Vizcaya spent in support of its high school ₱330; Mindoro and Palawan have not reported any expense of this nature; Benguet and Lepanto-Bontoc expended for industrial schools for Igorots ₱1,833.06 and ₱2,913.95, respectively.

In the Moro Province all school expenses, including salaries of Filipino teachers and salaries of American teachers, are paid out of the provincial revenues. For school purposes the Government of the Moro Province appropriated during the last fiscal year ₱139,465, of which ₱135,000 was expended. Adding this last sum to the others above mentioned, we have a total of provincial expenditures for the Archipelago of ₱365,236.45.

MUNICIPAL SCHOOL FUNDS.

Municipal school finances call for special attention, as upon them rests the entire system of primary instruction. With a very few exceptions all teachers in primary schools during the past year were municipal teachers (Filipinos) appointed by the division superintendents but paid from municipal school funds. Out of the municipal funds likewise are paid all expenses of construction and repair of buildings, rentals, furniture, janitor service, transportation of school supplies, etc., the Bureau of Education supplying, as formerly, all school supplies (except furniture) and paying the corps of supervising teachers and their travel expenses.

Receipts of municipal school funds in all provinces except Benguet and Palawan amounted for the year to ₱1,960,018.68, of which amount there was expended ₱1,364,130.40; and unexpended balances on hand at the commencement of the new fiscal year, July 1, amounted to ₱595,888.28. While there was no province in which the receipts of school funds did not exceed expenditures and obligations, this would not hold true of all municipalities in the Islands, there being some which closed the year without funds to pay all obligations incurred. But these towns, outside of the Island of Cebu, are few in number, school finances

as a rule being in excellent condition and still showing a substantial increase from year to year. (Municipal school funds in the fiscal year 1904 amounted to ₱1,016,303 and in 1905 to ₱1,797,547.67.)

This satisfactory condition of school finances is largely due to the good business management of the division superintendents, who have distinguished themselves by watchfulness over expenditures, close economy, and ability to make small sums go a long way. The increased income is attributable in large part to the 5 per cent of internal-revenue collections and the development of this branch of the fiscal system; and also to the liberal appropriations made by municipal councils from general funds to school funds.

TOTAL EDUCATIONAL FUNDS.

Adding together these several kinds of contributions—Insular, provincial, and municipal—we have as a total of revenues provided for public instruction ₱5,229,720.13, of which total there was expended ₱4,609,414.53.

These figures do not, however, take account of voluntary contributions made by private individuals, usually for new school buildings. Owing to incomplete reports, no exact statistics can be given for the entire Archipelago this year. For the previous fiscal year these gifts aggregated ₱232,988.33; during the last school year probably more has been given toward high-school buildings, but less for barrio schools than in 1905.

The above is an average expense per capita for education of about 61 centavos. The expenditure per capita of population for public schools in the United States, while differing much in different parts of the Union, averages for the whole country about \$3. It is evident, however, that comparison can not be profitably made between the United States and the Philippines. On the contrary, it is suggestive to compare the Philippines with Japan. In this latter country there was expended in the year 1902–3 a total of Y51,177,029 or about Y1.11 per capita of population, rather more than double the rate of expense in the Philippines.

PUBLIC INSTRUCTION GIVEN DURING THE PAST YEAR.

The number of primary schools, exclusive of the Moro Province, increased during the past year to over 3,000, there being 3,108 open in the month of March, the last month of the school year. In the Moro Province the number of primary schools increased from 52 to 58, including two trade schools of primary grade. Adding these 58 gives a total of 3,166 primary schools for the Islands, an increase of 439 primary schools since March, 1905. The number of Filipino teachers likewise increased from 4,457 to 4,719 (including 324 Insular teachers), and in addition to these teachers a large number of “aspirantes” or “apprentice teachers” taught during the year, there being 1,442 reported

as employed in the month of March. In some cases these apprentice teachers received nominal pay, but in most cases their services were unremunerated except by the privilege of attending teachers classes and institutes. In the Moro Province the number of primary teachers was 63, making a total of 6,224 Filipino teachers and aspirantes giving instruction in the last month of the school year.

In the last annual report attention was called to the fact that the enrollment in primary schools had greatly exceeded the facilities available for instruction and that superintendents had been directed to exclude not only children below the age of 6 but, if necessary, to make the age of entrance 8 to 9 or even 9 to 10 years, to insist upon regularity of attendance, and to try to improve the quality of the instruction rather than to increase the enrollment. This policy has been followed this year with excellent results. No account has been taken of total enrollment, the whole attention being put upon monthly attendance. October is the best month for school attendance, but the month of March is selected for statistics herein given as the last of the school year and as furnishing the latest data in point of time. In the month of March there were in the primary schools 365,333 pupils, of whom 220,484 were boys and 144,849 girls, the proportion between the sexes being as 60 to 40. The average percentage of attendance in all provinces for the month of March was 85.2, the best attendance being obtained in the city of Manila, where it was 95 per cent, with Union and Tarlac both 94 per cent.

As regards intermediate instruction, in addition to the provincial high schools, thirty-six in number, each of which maintains an intermediate preparatory department, there were ninety-two schools giving intermediate instruction. The total attendance of pupils in intermediate classes, including provincial high schools, was in the month of March, 9,120, of whom 7,018 were boys and 2,102 girls, a proportion of 77 per cent to 23 per cent, besides 59 intermediate-grade pupils in the Zamboanga High School (Moro Province). The daily attendance of these schools is excellent, being 96 per cent. Five provinces in the month of March reported that there had not been a single absence from school of an intermediate pupil. These provinces were Camarines, Cavite, Union, Occidental Negros, and Palawan.

As regards secondary instruction, seventeen provinces last year had high-school courses. These provinces were Ilocos Sur, Bulacan, Cagayan, Laguna, Nueva Ecija, Nueva Vizcaya, Pangasinan, Romblon, Surigao, Tayabas, Leyte, Union, Iloilo, Ilocos Norte, Cebu, Cavite, and Batangas. The total March enrollment in these secondary classes was 308 students, of whom 245 were young men and 63 young women, a proportion of 80 to 20 per cent.

The disparity in numerical attendance of girl students in the intermediate and secondary courses is rather marked; nevertheless, some of the very brightest students are young women. The highest marks in

competition for appointment as Government students in the United States in two successive years have been obtained by young women. The percentage of attendance among these high-school students was most excellent, being 98 per cent in the month of March; nine of these seventeen schools in the month of March did not have a single absence of a secondary pupil.

The Philippine Normal School had in attendance in the month of March 357 students, 245 of whom were young men and 112 young women, besides 119 pupils in its training school; the Philippine Nautical School 21 students, young men; and the Philippine School of Arts and Trades 237 young men.

These figures give a total attendance of pupils in all public schools for the month of March, 1906, of 375,554, which total may be compared with a similar total of 311,843 pupils for the month of March, 1905.

All of the school divisions conducted teachers' institutes last year, varying from four to six weeks in different provinces. In most cases admission to these institutes was permitted only to actual teachers and "aspirantes." The instruction given was divided between the common branches of the intermediate course and special topics of instruction, such as school gardening, domestic science, primary industrial work, and methods of teaching. The regular daily and weekly instruction of Filipino teachers by the supervising teachers was also continued. These two means of developing the Filipino teacher commend themselves more and more, and there is no immediate prospect of their discontinuance.

A vacation assembly for American and Filipino teachers was held in Manila on the grounds of the Normal and Trade Schools from April 9 to May 18, and was attended by 186 American and 384 Filipino teachers. Courses were given in a large number of subjects. The first assembly, or summer school, was a decided success and strongly recommends the continuance of the plan every year.

THE TEACHING FORCE.

American teachers under regular appointment on duty during the last school year numbered 763. The appropriation authorized 800 American teachers, but did not provide an appropriation large enough to employ so many. The force was augmented by the appointment from time to time of 68 teachers under temporary employment. As regards the American teaching force, the following facts may be of interest: The average salary of the regular American teacher was ₱2,181.33; of all teachers, regular and temporary, 574 were men and 257 were women; of these teachers 143 had been in the service less than one year. The Bureau suffered the loss, by reason of death, of four teachers. There were 83 separations, of which 14 were transfers to other branches of the Philippine service and 7 were dismissals for cause. Health conditions among the

American teaching force apparently continue about the same. During the forty weeks of the school year the force of American teachers averaged a small fraction over three days of illness as against three days for the previous year.

Regular teachers are obtained by appointment by the Director of Education from eligible lists certified by the Bureau of Civil Service as the result of examinations held in the United States and in the Philippines. A total of 215 men and 107 women were so certified during the past year, and of this number 110 men and 27 women were appointed and accepted. This method of obtaining teachers is satisfactory except for special instructors, as of science, agriculture, and the trades. These classes of teachers who are greatly needed seem to seldom enter the examinations.

The appropriation bill carried 294 positions for Filipino insular teachers, but by splitting positions (a measure permissible by executive approval) a considerably larger number of such teachers have been employed. In March there were 324 engaged. Eligibility for permanent appointment to these positions is obtained by civil-service examinations. A fairly large eligible list now exists, though it is not evenly distributed in the different provinces. This office has recommended that the standard of this examination be raised to an equal grade with the school examination for the completion of the intermediate course. Insular teachers have been assigned to various duties; a few have been supervising teachers and in this capacity have given satisfaction; some have been teaching intermediate grades, but the majority have served as principals or Grade III teachers in central municipal schools. Of the 4,395 municipal teachers who had regular appointments, 3,015 were men and 1,380 were women. They are for the most part young (835 are under 18 years of age), educated largely in schools established since American rule, and sprung from the poorer classes as well as from the well-to-do. In fact all grades of society are represented. Their average compensation instead of rising, as was anticipated, has decreased and now averages ₱18.01 per mensem for men teachers and ₱17.62 for women teachers, where two years ago, the figures were ₱20.76 per mensem for men and ₱20.99 for women. This does not, however, indicate that good teachers are paid less, but rather that the standard has gone up, and it has become possible to secure new teachers whose training and experience are small at lower salaries than before. Service in the Bureau of Education carries with it valuable educational advantages which have come to be appreciated and which are a strong attraction to enter the service and accept a modest compensation during the first year or two of teaching. A year ago it was anticipated that the instruction given to Filipino teachers would carry the large body of them so far forward as to eliminate teachers of a lower standard of attainment than Grade IV. This result, however, has by no means been reached. In part this is due to more

rigorous examinations and higher standards. The reports for March showed that there were 1,862 teachers who had not successfully passed the primary examination. Of the rest, 1,222 were classified as belonging to Grade IV, 725 to Grade V, 281 to Grade VI, and 24 in the secondary course. The average of the insular teachers is naturally much higher. In a number of divisions it has been possible to adopt the rule that no one who has not passed the primary examination shall be given a teacher's appointment.

SCHOOL BUILDINGS.

Of the provincial schools thirteen are accommodated in buildings owned by the provincial governments, and either specially constructed or purchased within the last three years for high school use. These buildings are nineteen in number and include shop buildings as well as central recitation buildings. There are 30 buildings rented by the provincial governments for high school purposes, and, in addition, a number of buildings belonging to the provinces but not constructed originally for school purposes are used. The high school of the city of Manila, which opened June 11, 1906, occupies the former Escuela Municipal. In addition to these there are actually under construction seventeen buildings designed for high school use, which include central recitation buildings, shop buildings, and dormitories for students. These latter buildings are being constructed in part out of funds appropriated by the Insular Government, in part by provincial appropriations, and to a considerable degree from funds provided by private subscriptions.

Of intermediate schools, only two are accommodated in buildings specially designed for this purpose. One is the intermediate school at Indang, Cavite, and the other the intermediate trade school at Bacolor, Pampanga. Other intermediate schools are accommodated either in central municipal school buildings, in rented buildings, or government buildings not designed for the purpose and temporarily loaned.

There are 2,454 primary school buildings owned by municipalities. In the destructive typhoon that visited the Archipelago in September, a large number of school buildings were destroyed, which have, however, been more than compensated for by the construction this year of 298 new primary school buildings. While the majority of these are barrio schools and are in part of light materials, they are of a more substantial character than those which were being put up two years ago.

ESTIMATE OF THE YEAR'S WORK.

The past year has undoubtedly been by far the most successful in the history of the Bureau in the accomplishment of substantial results. More pupils have been taught than ever before and the instruction has been much better. The regularity of attendance, especially as the higher grades are reached, argues well for the establishment of new habits and

for the solidity of the instruction. The number of new schools opened is naturally not as great as in the two previous years, when the work of the Bureau was undergoing a rapid development, but the growth is apparent, and these last schools have been established with particular reference to permanency.

Advance is noticeable among the Filipino teachers. The system of classification introduced among them has been followed by a greater definiteness in their instruction. These teachers continue to gain in reliability, strength of character, and moral purpose. The production of such a force, numbering as it now does over 6,000 including apprentice teachers, still impresses me as the most striking result effected by the Bureau of Education. American teachers must necessarily come and go; but this force of Filipino teachers, continually gaining in learning, maturity and character, understanding more and more clearly the character of their mission and becoming continually more devoted to it, promises to be the best and most influential force in the life of the Islands.

The great mass of public school pupils, as has already been sufficiently well indicated, are children of the poor or lowest classes. What will public instruction do for them? Will it, as we hope, make them independent producers, skilled workmen, intelligent citizens of their towns, free them from debt, raise their standard of life, and elevate their moral character? This is the final test of the serviceability of education; the standard by which this system of public instruction must in the end be judged. I must admit that whether or not the public schools will do all this, we can not yet say. It may already be satisfactorily shown that the public schools can turn out competent teachers, clerks, and aspiring students, but whether they can make the masses intelligent, industrious, economical, and upright is a question which will take some years of further progress to demonstrate, and argument either for or against such hopes is at the present time mostly futile.

PRIVATE SCHOOLS.

Private instruction plays a large part in the intellectual life of the Islands. While not amounting to a complete classification, these private schools may be grouped in three classes:

First there are *institutions of secondary instruction*, usually but not always supported by the Catholic Church, and many of them with a history reaching back several decades. The instructors in the institutions are in large part members of religious orders. Such institutions exist not only in Manila but in several provincial capitals, particularly those which are episcopal sees. Judging from such information as I have and from the character of students from these institutions who frequently apply to the Bureau of Education either for further instruction

or for other purposes, I should say that the instruction in these institutions is undergoing considerable development. English has been introduced into most of them, and in some cases is well taught. My impression would be that the support given these schools is not much affected by the existence of public schools.

In the second place, *private schools* or "*colegios*," sometimes unduly pretentious in their announcements, exist in a great many large towns. They usually offer secondary education, including Latin, but give primary instruction as well; some of them promise to confer degrees. Some of them teach English, although in practically all of them Spanish is the basis of instruction. These schools are usually organized by ambitious young Filipino scholars and often secure considerable local support. Not possessing large resources nor the prestige of past services, they are seriously interfered with by the presence of public high schools or intermediate schools. These schools, while not at present of a high type of efficiency, in the future as the standards of education rise, and the qualifications of private teachers improve, may become an effective element in the progress of the people. The instruction, while too pretentious and not sufficiently thorough, is by no means without its results upon the minds of the pupils.

The third class of private school is the *primary school*, usually conducted in the native dialect of the locality and designed primarily to give small children the rudiments of religious instruction and preparation for their first communion. Sometimes these schools are under the direction of the parochial "*cura*" and are held in the convent; but quite as often they are held in private houses. Sometimes the teachers are men, or more frequently women, who were public-school teachers in Spanish times, but who did not make the degree of progress necessary to continue under the present Government. There are hundreds of these schools all over the Archipelago. Children sometimes leave the public schools for a few months in order to receive in them the religious instruction which is not provided in public schools. It can not be stated, however, that these schools are well conducted. The order is poor. Children receive little attention from the teacher, who is frequently occupied with other things, such as household duties, and, if attendance at these private schools prevented the child's getting the education of the public schools, their presence would be considered regrettable, but the fact is that an adjustment between the work of the public schools and these private schools seems to be gradually taking place. The crowded attendance in the public schools makes it necessary more and more to exclude from attendance children under 8 or 9 years of age. The years from 9 to 12 are believed to be the best for attendance at a public primary school. The child is more matured and better able to undertake the learning of a new tongue; leaving the primary school at from 12 to 15, he is also much more likely to make use of the language and instruction therein obtained

than if he left at 10. It would then seem that there is a period in the life of the child—say, from the age of 6 to 9—in which private instruction may be cordially invited. In a single year of instruction the child could be taught the alphabet, and the syllabary necessary to read a native tongue, and, in addition, if the school was a church school, receive religious instruction embracing a simple exposition of Christian faith, prayers, songs, and Christian morals. It might be further remarked, however, that the task imposed upon the church of giving elementary religious teaching would be a far simpler one than that imposed on the Government in giving three years of primary instruction, inasmuch as where the primary schools must attempt to reach 400,000 pupils, these doctrinal schools could be content with a third of the number, as the instruction need last but one-third as long; and, while the public schools must have native teachers sufficiently trained in English to give three years' satisfactory English instruction, the doctrinal schools would require no such standard of their teachers.

During the past year the clergy, particularly the native curas, have continued to be friendly supporters of the schools. The only part of the Archipelago in which there has been reported religious opposition is in the Moro Province, where the superintendent reports very active opposition on the part of the Jesuit missionaries. In the northern provinces of Mindanao the public schools seem to have fully won the confidence and support of the people, and the attitude of the Jesuit missionaries has become friendly. Some advantage is taken by priests of the opportunities for instruction of public-school pupils under the provisions of section 16 of Act No. 74, and in some places this seems to be a satisfactory arrangement. It is not, however, generally taken advantage of.

There is another field in which the Catholic Church, as well as various missionary societies, are commencing to coöperate with the work of public education. This is by establishing private dormitories for students attending provincial high schools and schools in Manila. This has been done in several provincial capitals, and for students attending the Philippine Normal School a dormitory has been opened by the archbishop of Manila. There is a great field for such enterprise and many such student homes are needed in addition to such public dormitories as have been opened. These institutions have, of course, no official relation with the public schools, whose students they shelter, nor with the Bureau of Education, but, in view of the homeless and unprotected life of hundreds of our young men students, their presence is welcome.

ENGLISH AND THE NATIVE LANGUAGES.

Supervising teachers generally become familiar with the native language of their district and find this knowledge of great assistance to them in their work among the people. It is not allowed in the public schools even by the Filipino teachers. English is taught, even to the small

beginner, without the assistance of translation, the first steps of the pupil in chart and primer being so arranged as to obviate its employment. This method, which is that most commonly in vogue among teachers of foreign languages, receives the general indorsement of American superintendents and teachers. There are some, however, who advocate modifications of this method, and their criticisms are sufficiently intelligent and thoughtful to demand consideration.

As far as the people of the provinces are concerned the demand for instruction in English has continued to increase, and is at the present time practically unanimous.

Recently certain Filipino writers in Manila have viewed the teaching of English with some alarm. They see in it a menace to the "Filipino soul," and argue that knowledge of English will "Saxonize" the Filipino people.

The history of other peoples, however, does not justify the belief that the adoption of English speech will result in making over the race to conform to artificial standards. Mexico might be mentioned as a country where Spanish speech has spread among the Indian population without destroying the best native elements of its character. I suppose no one would argue that Mexico would be better off to-day if Spanish were not the universal medium of communication and the native Indian languages had continued to be the only idioms spoken by the great mass of the population. It is however, the choice of the Filipino people which must eventually decide this matter, and this is at present overwhelmingly in favor of English instruction. One of the native papers of Manila in speaking of the recent criticisms of the teaching of English, said: "Against all the arguments that can be opposed to the teaching that is given in the public schools, there exists one that is irrefutable—the school attendance."

RECOMMENDATIONS.

There seems to be little to recommend in the way of immediate changes. No additional legislation is asked for except a law already under consideration by the Commission, which will authorize municipalities to subscribe to the expense of provincial schools.

The only doubtful feature of the system of instruction seems to be the intermediate schools. Our original program of 120 such institutions, an average of three to a province, has not been possible because of inadequacy of funds. The Bureau of Education is supplying the instructors for these schools and the Insular Government is not now providing enough money to enable it to do so in all cases demanded. It seems probable that the development of intermediate schools will have to wait upon a class of Filipino teachers capable of giving this instruction, and upon the increase of local revenues, either provincial or municipal, to the point where they can support them. It may be better to plan

for fewer intermediate schools and to modify the primary course so as to give a fourth grade of instruction in all central municipal schools. This is a plan which will be tried in the next year or two. Under this plan special schools giving the instruction of Grades III and IV should exist in all municipalities. The teaching should be limited to the third and fourth grades, leaving the first and second grades to the barrio schools, and it should be of an eminently practical kind, designed to fit the boys and girls for comfortable, respectable, healthful lives in their own towns. It should aim not only to complete the pupil's practical familiarity with English, with business arithmetic, and with elementary geography, but should also add instruction in agriculture and tool work, such as handy carpentering, blacksmithing, stone and brick masonry, and the use of cement, whitewashing, and painting. It should also identify the pupil with the life of his town, its improvement, sanitation, and political activity. For the girls it should embrace two years of housekeeping, cooking, care of infants, nursing, and sanitation. Such schools as these can not be started until we have a class of Filipino teachers who are trained not merely in the academic branches necessary but in the practical subjects as well. This problem is, however, being seriously attacked, and in one province, Pangasinan, there is this present year under instruction a teacher from each of thirty towns, who will spend the entire year in the provincial capital preparing to teach such subjects as are above outlined. It may be that the establishment of such schools as these, which shall complete the instruction of the great mass of the people and apply it to their needs, will be the solution of our problem of making education the transforming factor in the social and economic life of the nation.

DIVISION OF ETHNOLOGY.

The chief of this division, Dr. Merton L. Miller, has been largely occupied during the past year in visiting different non-Christian tribes and securing information for the Secretary of the Interior that would assist in settling administrative questions having to do with these peoples. He visited the Bukidnon of Misamis Province, the Negritos of Tarlac, Zambales, Bataan, and Pampanga, and the Negritos and Ilongot in Nueva Ecija and Tayabas. The assistant ethnologist, Mr. Christie, has spent most of the year prosecuting field studies among the Subanon of Mindanao.

In February the offices of this division, and the ethnological exhibit returned from the St. Louis Exposition, were moved into the same building with the other offices of the Bureau of Education. This ethnological material is considerable in quantity and, for certain tribes of the Philippines, fairly complete. It, unfortunately, was returned from St. Louis largely unlabeled, and a large amount of work has been

necessary in order to identify and label the specimens. They are now in part being arranged for display.

Three volumes of publications appeared during the early part of the year: *The Nabaloi Dialect*, by Otto Shearer, and *The Bataks of Palawan*, by Lieutenant E. Y. Miller; *Relaciones Agustinianas de las Razas del Norte de Luzon*, edited by F. Angel Perez; and *Studies in Moro History, Law, and Religion*, by Dr. N. M. Saleeby.

The Commercial Museum, formerly in charge of the Bureau of the Ethnological Survey, was by executive direction discontinued and its affairs have been wound up, its exhibits being returned to exhibitors or disposed of according to their directions.

THE DIVISION OF THE AMERICAN CIRCULATING LIBRARY OF MANILA.

This library was transferred during the month of March to the same building with the Bureau of Education, and occupies the entire western end of the building. Since this removal the library has been open continuously from 8 in the morning until 10 at night each day of the week except Sundays and holidays. The number of subscribers increased from 290 in April to 430 in June. The number of volumes drawn out per month is now about 1,400, of which 1,100 are fiction. The number of volumes on hand June 30 was 12,482. Receipts from subscribers' cards and fines amounted to about ₱230 per mensem and constitute a fund which is expended net for new books and periodicals. A balance of ₱3,200 was on hand at the end of the fiscal year. About 1,000 new volumes in the subjects of history, travel, administration, and political economy have lately been ordered, and important additions have been made to the list of periodicals. The periodical list with recent additions embraces 108 current publications. This by no means, however, exhausts the reading facilities offered through the library. There are also available the exchanges received by the division of ethnology for its publications, which amount to 152 American and foreign publications. There is also a large list of trade journals from all parts of the world, formerly received by the Commercial Museum and now coming to the Bureau of Education, which number 63. In addition to these, 20 publications devoted to science and education are received by the Bureau of Education, which are likewise available for the public. The whole constitutes a wide range of periodical reading matter available at all times to the public. An effort is likewise being made to form a library of Philipiniana and a special room has been set apart for such collections, to which admission may be had upon application.

Much progress has been made in the last few months toward cataloguing the library. Over 12,000 volumes have been accessioned, had pockets attached, and book cards prepared; 4,480 volumes were book numbered, classified, and labeled; and 4,350 volumes had catalogue

slips written. This entire task will be pushed forward to completion. The present aim is to make the library thoroughly cosmopolitan and to build up sections in foreign languages as well as English, so as to appeal to the several nationalities resident in the city of Manila. The present patronage is considered very satisfactory and is steadily increasing.

Very respectfully,

DAVID P. BARROWS,
Director of Education.

HON. W. CAMERON FORBES,
Acting Secretary of Public Instruction,
Manila, P. I.



